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ABSTRACT

State Advisory Councils from all 50 States and Puerto Rico, Virgin Islands, Pacific Territories, Guam, and Samoa sent representatives to the seventh Joint Meeting of State and National Advisory Councils on Vocational Education. Some topics presented and discussed were "The Impact of the Educational Amendments of 1972 on State Advisory Councils," "The Infusion of Occupational Education into the Elementary and Secondary School," "Guidance and Counseling," and "Vocational Education for the Handicapped and Disadvantaged." Other pertinent considerations were financial assistance to vocational education, National Institute of Education budget, excess property issue, the vital role of lay advisory councils in career education, and the essential role of vocational education in career education. (EA)

COOPERATIVE VIII DAY OF PLANNING

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A Report on the Joint Meeting of the State and National Advisory Councils on Vocational Education

WASHINGTON, D.C.
NOVEMBER 17-18, 1972

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CONTENTS

INTRODUCTION 5

AGENDA 11

RESOLUTIONS 17

Excess Property 18

PL 92-318 19

Planning Committee and Chairman 19

NACVE Report on Guidance 20

PRESENTATIONS 21

Lawrence Davenport, Chairman, National Advisory Council 23

William Pierce, Deputy Commissioner for Occupational and Adult Education, Designate 27

Hon. Albert Quie, Member of Congress 35

John Ottina, Acting Commissioner of Education 43

Thomas Glennan, Director, National Institute of Education 47

Rex Waite, Arizona Advisory Council 51

COOPERATIVE DAY OF PLANNING VII

A Report on the Seventh Joint Meeting
of the State and National Advisory Councils
on Vocational Education

November 17-18, 1972
Washington, D.C.

COOPERATIVE DAY OF PLANNING VII

A Summary of the Joint Meeting of the State and National Advisory Councils on Vocational Education, November 17-18, 1972, in Washington, D.C.

INTRODUCTION

The State and National Advisory Councils on Vocational Education, created by Congress in the Vocational Education Amendments of 1968, were designed as independent boards to evaluate and recommend changes in the planning and operation of vocational education. At the time of their creation, the State and National Advisory Councils agreed that it would be mutually beneficial to meet semi-annually to discuss major issues and exchange information and ideas. The first joint meeting was held in November 1969. Subsequent meetings have been held in May 1970, November 1970, April 1971, November 1971, and May 1972.

The Seventh Joint Meeting of the State and National Advisory Councils on Vocational Education was held November 17-18, 1972, in Washington, D.C. Attending the meeting were representatives of every State and Territorial Council and the National Council.

As State Councils have continued to progress, as they have become more sophisticated in their evaluation reports and dynamic in affecting the course of vocational education within their states, these meetings have proved most valuable. Council members not only have the opportunity to view developments in vocational education from a national perspective but also to discuss the work of advisory councils with their peers from other states.

We hope that this written record of the meeting will prove useful to State Council members and others interested in the concerns and activities of State Councils.

Calvin Dellefield
Executive Director
National Advisory Council

AGENDA

JOINT MEETING OF THE
STATE AND NATIONAL ADVISORY COUNCILS
ON VOCATIONAL EDUCATION

Statler-Hilton, Washington, D.C.

FRIDAY, November 17

8:00-9:00	REGISTRATION - Congressional Room	
9:00	SESSION I - Congressional Room	
	OPENING REMARKS	Don Cargill, Georgia
	WELCOME	Lawrence Davenport, Chairman National Council
	REPORT ON NATIONAL COUNCIL ACTIVITIES	
	David Van Alstyne Norman Stanger Martha Backman	Donald McDowell Caroline Hughes Duane Lund Frank Cannizzaro
10:15	Coffee	
10:30	SESSION II - Congressional Room	
	INTRODUCTION	Joseph Tuma, Michigan
	ADDRESS: Vocational Education and the U.S. Office	William Pierce, Deputy Commissioner Designate for Occupational Education, USOE
12:00	LUNCHEON - Presidential Ballroom	
	ANNOUNCEMENTS	Robert White, South Carolina
	INTRODUCTION	Duane Lund, National Council
	ADDRESS: The Role of Advisory Councils	Hon. Albert Quie, U. S. House of Representatives, (R.,Minn.)
1:45	SESSION III - Congressional Room	
	CAREER GUIDANCE FILMS	Thomas Rittenhouse, President Philadelphia JayCee's
	CONCURRENT DISCUSSIONS	
2:15-3:15	A. The Impact of Title X of the Education Amendments of 1972 on State Advisory Councils	
3:30-4:30	B. The Infusion of Occupational Education into the Elementary and Secondary School	

JOINT MEETING OF THE
STATE AND NATIONAL ADVISORY COUNCILS
ON VOCATIONAL EDUCATION

Statler-Hilton, Washington, D. C.

SATURDAY, November 18

8:30	SESSION IV - Congressional Room	
	INTRODUCTION	Jo Ann Cullen, National Council
	SPEAKERS:	
	Dwight Bowman, VICA Anthony Peyton, OEA Dwight Seegmiller, FFA	Colleen Sweeney, FHA Larry Lucas, FBLA Gary Peters, DECA
	INTRODUCTION	Luis Morton, National Council
	ADDRESS: Plans of the U.S. Office of Education	John Ottina, U.S. Commissioner of Education (acting)
10:15	Coffee	
10:30	CONCURRENT DISCUSSIONS	
10:30-11:15	A. Guidance and Counseling	
11:15-12:00	B. Vocational Education for the Handicapped and Disadvantaged	
12:00	LUNCHEON - Federal Room	
	ANNOUNCEMENTS	Don Cargill, Georgia
	INTRODUCTION	Thomas Pauken, National Council
	ADDRESS: The Role of Vocational Education in NIE	Thomas Glennan, Director National Institute of Education
2:00	CLOSING REMARKS	Rex Waite, Arizona

SYNOPSIS

Hon. Albert Quie addressing the Friday luncheon

SYNOPSIS

State Advisory Councils from all 50 States plus Puerto Rico, Virgin Islands, Pacific Territories, Guam and Samoa sent representatives to the joint meeting of National and State Councils on November 17 and 18.

Don Cargill

The meeting was chaired by Don Cargill, Chairman of the Ad Hoc Planning Committee and Executive Director of the Georgia Council. Friday's session began with a welcoming address by Lawrence Davenport, Chairman of the National Council (texts of the speeches begin on page 23). NACVE member Frank Cannizzaro introduced fellow NACVE members Duane Lund, Caroline Hughes, Norman Stanger, Martha Bachman and Don McDowell, each of whom reported on recent activities of his committee.

Joseph Tuma, Chairman of the Michigan Council, introduced William Pierce, Deputy Commissioner for Occupational Education, Designate. Dr. Pierce assured the convention that the Office of Education is "fully committed" to the new deputyship, and the "intent of Congress" in creating the deputyship" will not only be realized but exceeded." Dr. Pierce discussed the increased role for State Advisory Councils under the Education Amendments of 1972 and declared, "I, for one, am committed to the autonomy concept for lay advisory councils. To be effective, they can be the creature of no one."

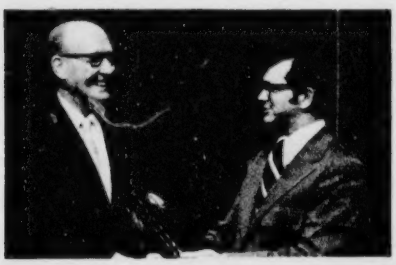
Joseph Tuma presented Dr. Pierce with an award from the Michigan Council for his service to the State.

NACVE member Duane Lund introduced the luncheon speaker, Congressman Albert Quie (R. Minn.). Mr. Quie reviewed the history of vocational education legislation. Much of the recent progress in vocational education he attributed to the "prodding and help of the advisory councils." Mr. Quie stressed the need for "a great deal more financial assistance" to vocational education and suggested that a "user's tax" in the form of an income surtax be developed to finance education.

After the luncheon a career guidance film produced by the Philadelphia JayCees was shown and discussed.

A resolution on the excess property issue was presented to the convention and approved (text on page 18). The resolution requested the Secretary of HEW to rescind the recent order denying the use of excess government property to HEW grantees.

The remainder of the afternoon was devoted to small group discussions



Joseph Tuma (left) presents award from Michigan Council to William Pierce

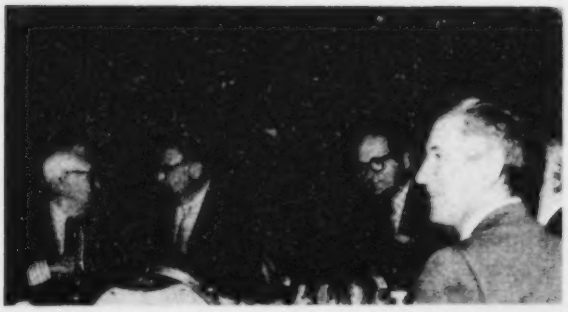
Martha Bachman

Caroline Hughes

(l. to r.) **Anthony Peyton,** *OEA;* **Duane Lund,** *NACVE;* **George Allen,** *New York State Advisory Council;* **Dwight Seegmiller,** *FFA*

(l. to r.) **Bert Bradford,** *Chairman of West Virginia Council;* **Fred Hoke,** *W.Va. Executive Director; and* **Reginald Petty,** *NACVE staff*

discussion group



Exchanging ideas at the Saturday luncheon are (l. to r.) ***John Kramer,*** *Chairman of the Wisconsin Council,* ***Don McDowell*** *and* ***Jerry Dobrovolny*** *of NACVE and* ***C.A. Cromer,*** *Executive Director of the Nebraska Council*

of the topics "The Impact of the Education Amendments of 1972 on State Advisory Councils" and "The Infusion of Occupational Education into the Elementary and Secondary School."

The Saturday meeting was called to order at 8:45 a.m. by Don Cargill. NACVE member Jo Ann Cullen introduced representatives of the vocational youth organizations, each of whom then briefly described the work of his group.

NACVE member Luis Morton introduced Acting Commissioner of Education John Ottina. Dr. Ottina told the convention he felt that lay advisory councils have a "vital and important" role to play in career education. He stressed the role of councils as a link between schools and the world of business and industry. He explained that vocational education is "a very, very essential, perhaps the largest part" of career education. The new Depucyship for Occupational and Adult Education will house a coordinating unit for career education "not relieving the other offices of their responsibilities" for career education but providing a "focal point" for USOE's efforts.

A resolution was passed outlining some of the new responsibilities of SACVEs under the Education Amendments of 1972 and establishing a committee to oversee the development of guidelines on new legislation (text on page 19).

The convention divided into discussion groups to deal with the topics "Guidance and Counseling" and "Vocational Education for the Handicapped and Disadvantaged."

Don Cargill and the Ad Hoc Committee were formally congratulated in a resolution (page 19) and Don Cargill was elected chairman of the Ad Hoc Planning Committee for the Spring Conference.

Thomas Pauken of NACVE introduced Thomas Glennan, Director of the National Institute of Education. Dr. Glennan outlined a tentative budget for NIE (all NIE plans, he stated, are subject to the approval of the National Council of Educational Research, the members of which have not yet been named) which allocates 50% of funds to career education and experimental schools. NIE's mission, Glennan declared, is to "be concerned with practice" as well as basic research. He stressed his desire for input from the public into NIE's plans in a manner which is more than just "window dressing."

A resolution was passed urging the implementation of the recommendations of the National Council's report on guidance and counseling (page 20).

Rex Waite, member of the Arizona Council, gave the closing address. He challenged participants to undertake strong action programs "to lead the march toward a restructured, challenging, dynamic educational system."

Lowell Burkett, NACVE

(l. to r.) NACVE members Delfino Valdez, Frank Cannizzaro and Steve Stooks

STUDENT SPEAKERS (l. to r.) Anthony Peyton, OEA; Gary Peters, DECA; Colleen Sweeney, FHA; Dwight Seegmiller, FFA; and Larry Lucas, FBLA

William Gellman, NACVE

RESOLUTIONS

RESOLUTION ON FEDERAL EXCESS PROPERTY

WHEREAS, the Federal excess property program has made available more than $100 million for vocational-technical education programs throughout the United States representing approximately 20% of the total expenditures for such purpose; and

WHEREAS, the proposed GSA rule change which would deny excess property to Federal grantees has been delayed pending a study of the issue (To effect this study, the Federal Register of November 14, Page 24113, Title 41 -- Public Contracts and Property Management, states: "The policy on acquisition and use of excess property...will continue unchanged, and a study will be conducted and a determination made as to the desirability for modification of this policy.");

WHEREAS, pending out come of the study, excess property remains available to Federal grantees, except in the Department of Health, Education, and Welfare, which on July 14, 1972 issued its own unilateral regulation change denying excess property to grantees under HEW programs; and

WHEREAS, Assistant Secretary of Education Sidney P. Marland, Jr., on August 24, 1972, sent a memorandum to the Secretary of HEW urging him "to rescind the enactment of the recently installed procedures and revert back to the old regulations allowing grantee use of federal excess property until GSA makes a government-wide, final determination.";

THEREFORE, BE IT RESOLVED, that the members of both the National and State Advisory Councils on Vocational Education, assembled in joint meetings in Washington, D. C., November 17, 1972, go on record urging HEW Secretary Richardson to comply with the request of Assistant Secretary Marland; and

BE IT FURTHER RESOLVED that if Secretary Richardson determines that HEW should make a separate study of the issue, apart from the GSA study for the purpose of making modifications in the program, the educational community be permitted an opportunity for input and participation in that study, and that if such an HEW study is made, the July 14 regulation be rescinded pending outcome of the HEW study.

Adopted
November 17, 1972

RESOLUTION REGARDING PL 92-318

WHEREAS, the State Advisory Councils on Vocational Education have a responsibility to:

1. Guide the developments of occupational education K-16 to avoid duplication of effort.

2. Guide State plan development to include total needs of all citizens in the State and not to just meet fiscal voucher requirements.

3. Ascertain that organizational relationships in the State can carry out responsibilities of PL 92-318.

4. Take initiative to outline requirements of Act and inform individuals, agencies and groups that are involved.

5. Alert Governor's office to receipt of Rules and Regulations and make input for response within 30 days.

6. Utilize assurances of the Act -- State plan and Council concurrences -- to implement the Act.

BE IT RESOLVED, that a committee of representatives of the State Advisory Councils' on Vocational Education be formed to develop a composite report of approaches to implementation of PL 92-318 being made by the States and that the report be distributed by the National Advisory Council on Vocational Education.

AMENDMENT: The Ad Hoc Committee shall also serve as a review committee for PL 92-318 Rules and Regulations.

Adopted
November 18, 1972

RESOLUTION CONGRATULATING DON CARGILL

BE IT RESOLVED, that we the members of the National Council and all of the State Advisory Councils on Vocational Education offer our sincere congratulations and appreciation to Don Cargill, Chairman of the Ad Hoc Planning Committee, for his excellent leadership in forming the program for this conference, to members of the Planning Committee and to the National Council staff for outstanding service rendered.

Adopted
November 18, 1972

RESOLUTION REGARDING THE SIXTH REPORT OF THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

WHEREAS, the Sixth Report of the National Advisory Council on Vocational Education and the numerous reports of the State Advisory Councils on Vocational Education have expressed interest in and concern for the Counseling and Guidance movement; and

WHEREAS, the Guidance Division of American Vocational Association is being asked to sponsor a National Conference on Career Guidance during 1973 that will involve key guidance personnel from each State, and

WHEREAS, implementation of the Sixth Report of the National Advisory Council on Vocational Education will demand close cooperation between State Advisory Council's and guidance personnel in each State;

THEREFORE, BE IT RESOLVED, that this national conference go on record as encouraging the 1973 August guidance conference be so structured as to involve representation of key guidance and State Advisory Council on Vocational Education personnel from each State and be given a primary charge of finding ways to implement the Sixth Report of the National Advisory Council on Vocational Education in each State.

BE IT FURTHER RESOLVED, that this resolution be transmitted to the Guidance Division of American Vocational Association with a request that it be an action item at the business session of that Division at its 1972 meeting in Chicago, Illinois.

Adopted
November 18, 1972

PRESENTATIONS

WELCOMING ADDRESS

Lawrence Davenport
Chairman, National Advisory Council
on Vocational Education

It is with great pleasure that I personally welcome all of you to our Seventh Cooperative Day of Planning, the Seventh Joint Meeting of the National and State Advisory Councils on Vocational Education. I also take this time to extend to you the greetings of the entire National Council. We have two days to work together. It will be a time to renew working relationships and to make new ones which will further the goals and objectives of vocational education.

As you attend and participate in these meetings, remember that it is up to you to bring new ideas and better methods and action in vocational education back to your states. Seated in these rooms during the next two days will be some of the most influential people working for the cause of vocational education. You have been given a task and a challenge for today's youth which you cannot ignore.

As Chairman of the National Advisory Council, I wish to remind all of you that the burden of successful programs in vocational education and the strength of vocational education is the career education movement depends largely on you.

For proof that your Councils have and do make a difference, just look at the record. The State Advisory Councils have been and are influencing the course of vocational education in the United States. In many states a majority of your Council recommendations have been adopted as Policy by the State Board of Vocational Education. Your activities have affected the progress of vocational education in all 50 states.

Further, the National Council has represented your interest in two areas of special concern. We have testified before the House and Senate Appropriations Committee to secure full-funding for the State Advisory Councils. In his testimony, David Van Alstyne of the National Council argued for an appropriation of $4 million dollars for State Councils. Because of this testimony and the testimony of State Councils, full-funding was actually included in the appropriation bill, but that bill was, as you know, vetoed by President Nixon.

Secondly, in the question of excess property, many of the State Councils have been actively engaged in protecting the rights of school districts. The National Council has not only publicized the question in NACVE NEWS, but we have also met with the Assistant Secretary and representatives of the Government Services Administration. At this time we are awaiting a decision

of Secretary Richardson to determine whether excess property or surplus property will be made available to school districts.

One of the National Council's projects which is quite important for states is Project Baseline, the study requested by Congress to collect comprehensive information about vocational education. We have received the first year report. When complete, the final report will provide you with information for state plans, information for financing of comprehensive vocational education at the state level, and information which will assist you in your requests for full-funding.

The National Council is currently assisting in the development and evaluation of an exciting project in the area of guidance and placement. The Cleveland school district has successfully pilot tested a school-to-industry job placement model which has improved the frequency of job placement at the secondary level. The National Council was asked by the Office of Economic Opportunity to oversee the expansion and further testing of the program. If other school districts meet with similar successes, we may ask your help in developing more field models in order to present a model for further testing of the program.

The Council has also been active in dealing with the special concerns of minorities. We have undertaken a Council Committee to study Indian Vocational Education. And the Council is the originator and one of four sponsoring agencies of a Conference on Career Education for Minorities, to be held in Washington in February. The steering committee is chaired by Reg Petty of the National Council and promises to be the most important effort yet undertaken to explore the meaning of Career Education for Minority Groups.

The Council has also taken a special interest in Vocational Education Student Organizations. Our Seventh Report, which is about to be published, deals with this topic.

The Council, of course, has continued to work to expand the emphasis and importance of vocational education in the Career Education movement, both inside and outside of the Office of Education.

And last, you have received copies of the Resource Book for State Councils. This was developed through the cooperative efforts of the State and National Councils with the invaluable assistance of consultant Sam Burt. The Resource Book was written in answer to your requests for a handy reference manual for your members.

Your National Council wants to hear your needs and interest. We are responding to the issues you have raised. You have told us about the concern in your states in regard to the handicapped and the disadvantaged. These are discussion topics during this meeting. Our other discussion topics were also chosen by you. You have also indicated a concern with vocational education for servicemen and veterans. Dr. M. Richard Rose, Director of Education for the Department of Defense, is presently cooperating with us to facilitate the preparation of servicemen for civilian

employment. And you are already aware, of course, of the speaking engagements, letters, and other efforts to provide technical assistance to the states.

I hope that we are all able to leave this meeting with a feel for the direction the Advisory Councils are headed. We have worked with the planning committee, chaired by Don Cargill to address issues of critical importance.

Our keynote is participation. At your requests we have scheduled four discussion periods. We asked you to come prepared to participate actively and are looking forward to highly productive sessions.

I take great pleasure in welcoming you to this Seventh Cooperative Day of Planning and invite you to call on the National Council members during the Conference and during the year. Thank you for your attendance.

REMARKS

William Pierce,
Deputy Commissioner
for Occupational and Adult
Education, Designate

Ladies and Gentlemen, it is a distinct pleasure for me to have been invited to speak to you for a few minutes this morning.

I must admit, however, that I accepted this assignment with some degree of apprehension. As the date drew closer, my level of apprehension cannot be said to have abated appreciably. If you think about it, I'm sure you'll understand my concern.

First, I'm only the nominee for the position of Deputy Commissioner of occupational and Adult Education in the U. S. Office of Education and, therefore, none of what I say can be considered very official and obviously can't be based upon a great deal of first hand knowledge. By necessity, my remarks must be rather general.

Secondly, as of this morning, I've spent a total of five days in the U. S. Office, on a consultant basis, receiving briefings about the requirements of the position on the one hand and the intricacies of the federal bureaucracy on the other. I can assure you that at this moment I do not perceive myself as an instant expert in either area.

Third, this is the first speech I've been asked to give since being nominated, and it had to be before this important, perceptive and extremely knowledgeable group. I don't want you to think that I feel intimidated or anything, but I will admit that I'd feel a bit more comfortable if this were the annual conference of the Girl Scouts of America.

Finally, I'm very aware of the fact that I share one affliction which the Vice President ascribed to himself when he first took office--my name is hardly a household word. I know there's been a great deal of "Bill Whoing" going on since the announcement of my nomination a few weeks ago.

None of those four factors is likely to do very much to enhance one's self concept. As a result, I'd be less than honest with you if I didn't admit that, initially at least, I was looking forward to this talk with about as much anticipation as I would to an appendectomy.

I decided a few days ago, however, that since this was a sophisticated and knowledgeable audience you would undoubtedly be very aware of the intricacies of this new position. You would also be aware that, as only a nominee for the position, I would have quite a lot to learn. In short, I decided you probably wouldn't expect too much in the first place. After some reflection, I therefore decided this was probably the best possible audience to begin with, since you'd undoubtedly be sympathetic. Consequently, as I said initially, it is a distinct pleasure for me to be here this morning.

I'd like to take my allotted time discussing with you, very briefly: (1) Some activities of the new deputyship, insofar as the office has had an opportunity to develop them up to this point, (2) what I perceive to be some of the trends in vocational education which each of us will probably confront over the next few years, (3) my perception of the role of lay advisory committees and councils and (4) the relationship between career education and vocational education.

I mentioned that I wanted to talk about how I perceived several things. This business of perception is second only to communications when one considers the imprecise arts. My old psychology professor used to say, "We live in a world of perception. Unfortunately, our worlds differ drastically." As you know, any two of us can observe the same occurrence and still "see" two different things.

For example, the story is told of the fellow who had always wanted a purebred Labrador Retriever to take duck hunting. He saved his money and finally had saved enough to get the best dog, with the best and longest pedigree that money could buy. On the first day of duck season, he excitedly put his waders, his duck call and his favorite shotgun in the trunk of his car. He then went to the back yard and lovingly carried his new Labrador Retriever to the car and placed him gently on the front seat. Upon arriving at the blind, and after putting on his gear, he placed the dog at his side and began to blow the duck call. Shortly, a beautiful flight of Mallards came in low over the blind. The hunter raised his shotgun, fired, and a duck fell to the water. The hunter turned to his impatient Labrador Retriever and said, "Fetch." Whereupon, with his head and tail held high, the dog walked across the water, picked up the bird, walked back across the water and proudly dropped the duck at his master's feet.

Well, needless to say, the fellow was a bit nonplussed. He grabbed the dog, put him in the front seat of his car and drove quickly to the home of his best friend. Running into the house, he told his friend, "Grab your coat, don't ask any questions and come with me. I've something fantastic to show you."

Being a good friend, the fellow did as he was asked. The guy drove back to the blind, got dog and friend situated and began to blow the duck call. Again, as before a flight of Mallards came in low over the blind. Again he aimed and shot and again a duck fell to the water.

The hunter turned to the dog and said "Fetch." Once again the dog walked across the water, picked up the duck, walked back and dropped it at his master's feet. Turning to his friend, the hunter asked excitedly, "Well, what do you think of that?" His friend said, "What do you know about that? That dog can't swim!

At any rate, and as imprecise and inaccurate as they may be, the following are my perceptions.

Let's begin with activities of the new deputyship. The second report of the National Advisory Council for Vocational Education called for the placement of Vocational Education Administration at a higher level within the organizational structure of the U. S. Office of Education. That need, as expressed by many people, has now been realized with the creation of this new deputyship.

The Office of Education leaders are fully committed to the new deputyship and I can assure you that the intent of Congress will not only be realized, but exceeded. The Office of Education will, therefore, very quickly address itself to, among other things, the following tasks:

1. Utilizing the career education concept, attempt to convey to the American public how unrealistic are the expectations that far too many of them place on a college degree.

2. Again utilizing the career education concept, convince educational administrators everywhere, and at every level, of the absolutely essential importance that academic and vocational education hold--one for the other.

3. Maximize career development opportunities for all children from kindergarten on.

4. Maximize not only the availability of vocational education programs for all secondary students but optimize both vocational and academic skill training alternatives. We must utilize all segments of our environment for educational purposes when such utilization is appropriate. We must take full advantage of all the alternative delivery systems available to us.

5. Increase the secondary vocational enrollment to a more realistic percentage.

6. Increase the post-secondary technical enrollments in all community colleges to a more realistic and acceptable percentage.

7. Provide special emphasis for increased funding at the post-secondary level. We are very aware of the special emphasis Congress has placed on the initiation, expansion and especially the upgrading of post-secondary occupational courses. We are committed to adding to the staff of the Bureau people who have

broad experience in the field of post-secondary occupational education in community and junior colleges. Congress felt those people were not represented in the old Bureau. They shall be in the new. And one of their responsibilities will be to see to it that community colleges are appropriately represented in all policy and funding decisions of the Bureau.

8. Maximize the use of private, post-secondary institutions.

9. Re-emphasize our vocational and academic efforts for our poorly served minority citizens.

10. Provide better coordination between all manpower programs so we can assure ourselves of the greatest efficiency possible in both expenditure of funds and service to people.

11. Make a special effort to maximize the training opportunities and alternatives for adults. In my opinion, we have done an exceedingly poor job of providing supplemental and upgrading skills to adults who are not yet out of work but who are not performing at their maximum capacity and, therefore, have not reached their maximum earning potential.

12. Provide special emphasis to two groups of adults:

    A. The returning Viet Nam era veterans
    B. The elderly disenfranchised

13. Maximize the expansion and utilization of counselors and guidance personnel at all levels. I am very aware that the writers of the House report on the Education Amendments of 1972 used testimony provided by the American Personnel and Guidance Association to prove that the nation's schools are falling far short of attaining Congress' goal that the preparation of students for earning a living is an integral part of the school's program. I think it is significant that the APGA has become a spokesman for occupational and adult education. I am also very aware that the National Advisory Council's Sixth Report is devoted exclusively to counseling and guidance. And And, as you know, Congress stipulated that at least one of the seven legislated Grade 16 positions in the new Bureau should be filled by someone having experience in occupational guidance and counseling. Consequently, one of the observable activities of this deputyship will deal with the expansion and promotion of the role of counseling and guidance personnel at all levels.

14. Utilizing the mandated senior advisor positions, the office will maximize the coordination of all programs so that skilled workers and subprofessional occupations are appropriately represented in all policy and funding decisions of the new Bureau.

Now I realize that's a pretty long, rather diverse list. A cynic might accuse me of simply throwing something into that list to please everyone. You may be cynical if you like. You are, of course, free to disbelieve me. I ask only that you withhold your criticism and judge the office on its performance.

This deputyship has also been assigned the major responsibility for carrying out both the promotion and implementation of the career education concept. Consequently, that will constitute one of the new Bureau's major activities. Current planning, therefore, calls for the establishment of a career education office within the new Bureau.

Let me hasten to stress at this point that, while the focus for the career education concept will be in the new deputyship, the emphasis for career education will permeate all of the U. S. Office of Education. Consequently, each deputy commissioner will not only share in the promotional responsibilities, they will also assist in the implementation of the concept by seeing to it that as many as possible of the discretionary funds within their deputyship are allocated to career education.

In a moment, I want to talk more about the relationship of career education to vocational education. However, I want to emphasize here and now that career education and vocational education are not synonymous and that the fact that the responsibility for the promotion and implementation of career education has been placed in this deputyship must not be perceived as conveying the idea that career education and vocational education are felt to be the same by the U. S. Office of Education.

So much for the activities of the new deputyship. I trust it'll be effective. I know it will be busy.

As the office turns its early attention to these activities, what might we expect as new trends in vocational education? I'm not sure the ideas I'll present below can be described as new trends. Perhaps they can better be characterized as areas of added or special emphasis since most of the things I'll mention are already happening--someplace--to some extent.

The age of accountability abounds throughout the land. Citizens and taxpayers are demanding that educators be held responsible or accountable for their activities. And educators are responding to those demands. Vocational educators are no exception. We may well see the day, therefore, in the not-too-distant future, when vocational educators are reimbursed on a student headcount basis only for those students who demonstrate the ability to perform at some acceptable level. All of us will undoubtedly be trying to determine what constitutes accountability in vocational education, and if it isn't program reimbursement on a headcount basis then it will be something else. The determination of what constitutes an acceptable level of performance will undoubtedly be a future activity.

That acceptable standard of performance may well be specific performance objectives, developed and agreed upon by specialists in a particular vocational program. These performance objectives, which are quantifiable, measure output rather than input and consequently will tell us, in measurable terms, whether a student can perform at the level we say he should. I expect many of us will be involved directly in the development of specfic performance objectives.

The National Advisory Council has called for funding of vocational programs on an added cost basis. Several states are currently developing procedures for determining added costs and have begun, or soon will begin, to provide all reimbursement on that concept. I predict that many more states will soon follow suit.

The National Advisory Council, as well as many other individual and groups, has called upon schools to assume placement responsibilities for all their graduates. That, of course, is the ultimate in accountability. I'm convinced that many more educational institutions will, either voluntarily or through legislation, assume this responsibility in the future.

We may see the day when national policy stipulates that no federal funds can be utilized for any vocational program which does not lead to employment at an hourly wage at least equal to the federal minimum. The implications of such a suggestion to the national economy on the one hand and to underemployed citizens on the other makes this idea one which requires careful consideration.

More realistic and scientific long range planning at both the state and local levels will be a trend or added emphasis for the future. One tool which I expect to see adopted more and more frequently is the program planning and budgeting system which provides a strategy for decision makers to utilize scarce financial resources in the most efficient manner possible. I've gone through it in my state. It's traumatic to some but worthwhile in the final analysis.

These are only six areas of emphasis that my crystal ball cleared long enough for me to see. Perhaps yours is clearer. If so, you can probably see many more significant trends. I'd prefer you kept them to yourself if you do. I'm not sure my system can stand too many more changes at the moment.

What will be the role of lay advisory committees as the future of vocational, occupational and adult education unfolds? One only has to look at P.L. 92-318 to see that their activities will be increased, and their leadership role strengthened. This act not only establishes the Section 1202 State Post-Secondary Education Commission, but also establishes the Section 1056 Planning Committee, as well as extending the responsibilities of State Advisory Councils for Vocational Education to include the provisions of the new act.

I for one am committed to the autonomy concept for lay advisory committees. To be effective, they can be creature of no one. Conversely, I reject the practice that the autonomy of lay committees should ever lead to an adversary role between the committee and the agency it evaluates. Antagonism and animosity between the agency and the lay committee are both counterproductive and wasteful. On the other hand, defensiveness and secretiveness by the state agency is immature and harmful.

I would make only one recommendation to the state advisory councils, assuming of course that no council is guilty of playing the adversary role I described earlier. It is my feeling that state councils do not and never have done an adequate job of evaluating vocational education programs. I have a feeling that evaluations have been, in many instances, imprecise, unscientific, invalid and lacking in rigor. As the hunter's friend showed us, we live in a world of perception, and I plan, over the next few months to test that perception out thoroughly. I hope I'm wrong. I'm afraid I'm not.

I can summarize my feelings regarding lay advisory committees and councils by saying simply that I think they're essential, but I think they can become more effective. Let me say, kind of parenthetically, that the National Advisory Council and the state councils should be justifiably proud. A high percentage of the recommendations you've made over the past five years have been implemented or initiated. And vocational and adult education is the better for it.

Finally, I's like to spend the next few minutes talking about the relationship between vocational education and career education. Since the major responsibility for the promotion of career education will rest in the new deputyship, it seems appropriate for me to give you my definition of career education. From that definition, the relationship to vocational education should become apparent.

Let's kind of back into what it <u>is</u> by talking a little bit about what it is not.

First, career education is <u>not</u> vocational education, although vocational education is a necessary component of career education.

Second, career education is <u>not</u> occupational training, although, again, that's a necessary ingredient.

Third, career education is <u>not</u> simply the provision of occupational information beginning in the kindergarten level, the so-called world-of-work concept, although that's also very important.

Fourth, career education is <u>not</u> ohtained by the establishment of an area vocational center.

Fifth, career education is not relative only to those children and youth who will not go to college, and

Sixth, career education is not separate from, independent of, or unrelated to academic education.

Career education is, therefore, an attitude, an educational philosophy, if you will, that must, to be totally effective, permeate the thinking of every teacher, counselor, administrator, board member and parent in this country. It is simply a commitment to do everything possible, beginning with preschool programs, and continuing through graduate school, to see to it that the educational system prepares all children, youth and adults, who do not suffer from an insurmountable physical, mental or emotional impairment, to function at the maximum of their ability when they enter the labor market. This presumes, therefore, that fourth grade teachers teach a child math, not because there is any intrinsic value in learning fractions but because some forms of mathematics is absolutely necessary to allow that child, as an adult, to be gainfully employed. That teacher understands that fourth grade math is career education. It also presumes that the structure of and sequence of the math program, as we know it, may have to be changed because the development of performance objectives will define for the teacher what is essential in the math rogram of youngsters.

The fourth grade teacher is obviously used only for illustrative purposes. The same type of example can be developed for the sophomore English teacher, the senior language instructor, the community college history professor and the graduate psychology course instructor. Career education, therefore, pervades all of education and everything we do is done not for the sake of education, for its own sake, but for the sake of the student's career preparation.

As you can see, vocational education is one necessary component of career education. One might say, therefore, that the existence of vocational education is a necessary but not sufficient condition for the existence of career education.

Ladies and Gentlemen, my time has run out, and so have my topics. Each of the four topics Cal Dellefield asked me to touch on in this speech are full speech subjects in themselves. Consequently, I've had to treat each of them in a rather cursory fashion.

I trust that briefness of the treatments has allowed you to gain some feel for what I hope can be accomplished in the Bureau of Occupational and Adult Education over the next months and years.

I also hope that, as a result of this brief talk, when someone asks you over the next few weeks "Bill who?" you'll at least be able to say, "Oh, you know, Bill what's-his-name."

Thank you for inviting me.

REMARKS

Hon. Albert H. Quie
Member of Congress

First of all I want to thank each of you for the work you are doing. Your service on these advisory councils represents a service to America. The work of these councils is the best hope we have of bringing needed change to vocational education, and of changing the whole structure of education to take account of the needs of all young people, and hopefully of adults as well.

The Smith-Hughes Act of 1917 authorized the first Federal-grant program of aid to non-collegiate education. It was designed to meet the pressing needs -- as they were seen over a half-century ago -- for education for the world of work. The skills needed in industry had become increasingly complex and the lack of them had been made dangerously apparent by the advent of World War I. Moreover, we were just on the threshold of scientific agriculture which would create its own revolution in the years ahead. American education, with its ancient academic orientation, was ill-prepared to serve either need.

So the Congress acted in 1917 -- much as it would forty years later with the National Defense Education Act -- to meet needs which were seen as national in scope and affecting the basic strength of the nation. While the direction of vocational education, as with all public education, was largely left to States and localities -- the Federal influence and concern in vocational education was more pronounced and more direct than in the rest of education. After all, vocational-technical education in our schools resulted from an Act of Congress.

As the years passed vocational education came to be institutionalized into narrow categories of instruction set forth in the original act. The George-Barden Act of 1946 and others increased authorizations for funding and added a few new categories of training, but vocational education was predominately oriented to on-the-farm agriculture and home economics. During and after World War II the nation's economy and its needs for skilled manpower changed dramatically, but vocational education did not change. Neither did our school systems with their emphasis on academic education. Rather, it seemed that America was possessed by the delusion that only a college education spelled success. Analysts of manpower needs knew otherwise, but they went largely ignored.

It was in this atmosphere that the Congress began in 1963 to take a

hard look at vocational education. Most of us who were closely involved in this had worked on the Manpower Development and Training Act of 1962. We were painfully aware that to a considerable degree unemployment and under-employment represented educational failure. We knew very well that as necessary as manpower training programs were -- and continue to be -- they are only stop-gap measures.

So in 1963 we commenced a determined effort to make fundamental changes in Federally supported vocational education. We wanted to eliminate separate support for specific categories of training. We wanted to broaden the program to include preparation for any gainful occupation, and to limit Federal support to programs aimed at gainful employment. We wanted to remove restrictions on programs in agriculture to give them a wider focus which include farm-related business. We wanted to make certain that training for office occupations received Federal support. All of these legislative objectives were achieved in the 1963 Act, but not without strenuous resistance from -- of all people -- vocational educators. Change after all, is threatening, and there had been little change in vocational education for many years.

I am relating all this history to put the 1968 amendments -- and the role the Congress envisioned for advisory councils -- in a little sharper perspective. Frankly, we didn't know how effective the 1963 Act would be. So one of the things we did in 1963 was to establish a national advisory council. It was to be appointed by the Secretary of Health, Education and Welfare in 1966 and to report to the Congress with recommendations for further legislation by January 1, 1968. The chairman of that Commission was Dr. Martin Essex, Superintendent of Public Instruction for Ohio. The Report was a detailed, documented account of the shortcomings of vocational education in relation to national needs, and it made detailed recommendations for corrections.

The Essex Report, as it came to be called, served as the basis for the 1968 Amendments. To run through its recommendations is to cite the litany of needs to which the 1968 Amendments were addressed: increased emphasis on research and innovation; more attention to teacher education; more attention to the needs of disadvantaged and handicapped persons; closer relationship between vocational programs and the job market; an increased emphasis on pre-vocational instruction and occupational counseling and guidance; expansion of cooperative education; and the need for independent National and State advisory councils to monitor the administration of the Act and to make recommendations for improvement.

The Essex Report was the genesis of independent National and State advisory councils on vocational education. It pointed out the need for independent evaluation. It also dramatized the need for a much wider involvement of the rest of the educational community, and of the general public, in this process. We strongly felt that we must somehow begin to change not just vocational education, but the attitudes and perceptions of the general public about vocational education. The advisory councils were the engines of change we put into the 1968 amendments.

Every indication I have points to the conclusion that you are doing this difficult job remarkably well. This has been a decade of remarkable improvement and growth for vocational education, a trend which has accelerated in the three or four years most of your councils have been in effective operation.

In 1962 our total investment in vocational education was $284 million, of which $51.4 million came from the Federal Government and the rest from State and local sources. Total enrollments, secondary, postsecondary, and adult were just over 4 million -- but 63 percent were in on-the-farm agriculture and home economics.

In 1972, our total support had grown to $3 billion, including over $520 million from the Federal Government. Enrollments had nearly tripled to 11,615,000 -- only 35 percent of which were in agriculture, business related to agriculture, and home economics. Over 240,000 of the home economics enrollments were in courses designed for employment outside the home. In 1972 335,000 persons were enrolled in the much-needed health occupations, as compared with 49,000 in 1962; 352,000 were enrolled in technical education, as compared with 149,000 in 1962. Trades and industry enrollments had nearly doubled to close to 2,000,000.

Obviously, we have a long way to go. But the changes are noteworthy. Other extremely encouraging things have developed. In 1970 we had 805,000 persons in special courses for the disadvantaged who need help to take advantage of vocational programs; there were 115,000 in similar courses for handicapped persons. By 1972 these numbers had more than doubled to 1,685,000 disadvantaged and 265,000 handicapped. Again, a long way from meeting needs but significant progress nevertheless.

Much of this progress I attribute to the prodding and the help of the advisory councils. Vocational educators are like all the rest of us in needing a bit of both. But mostly they need the help and understanding which has not been forthcoming in any great measure until very recently. If we are to meet the vocational needs of everyone in our society -- and I take that to be a fundamental obligation of the educational system -- and if we are to meet the additional costs which vocational education entails, then a great deal more financial assistance must be forthcoming. This will require broad public support of vocational-technical education.

Enlisting this public support is one of the prime functions of the State and National advisory councils. That is why I am pleased that so many of your councils draw most of your members from outside education.

We need new insights and new approaches to problems in education which in the main will come from men and women without a built-in educational bias. In Minnesota we have been privileged to have five able and dedicated individuals to serve as chairmen of our State advisory council. They and their fellow members have made a notable contribution in our State. We need the expertise of educators on these councils, but educators alone cannot turn education in new directions.

Another function of your councils is that of independent critic of vocational education itself. This is not an easy role because inevitably it involves disagreements and friction. There is often a narrow line between criticism which helps and criticism which hurts. It is a difficult path to walk, but I think the advisory councils have managed it very well.

In Minnesota a major thrust of advisory council recommendations has been toward the use of research and exemplary program funds to build the concepts of occupational orientation and counseling into elementary education and the first two years of high school. Successful programs of this type have been initiated and have been a beaconlight to other States. You see this concept embodied in the new Occupational Education Act (part B of the new title X of the Higher Education Act), which I sponsored. In Minnesota we are at least reaching for the goal of infusing all of education with preparation for a career in the world of work.

In South Carolina, as a result of the work of their advisory council, we have seen a complete over-hauling of the formula for distributing State and Federal vocational funds to local school districts, so that increased local effort is recognized.

In Texas the advisory council in 1970 recommended increased use of seminars for vocational administrators, which was tested by a pilot seminars. In 1972 10 more seminars were held for 700 participants and the value of this sort of communication and exchange has been attested by those who took part in it.

In Arizona the State board has adopted six of eight major recommendations of the advisory council, including one for dividing the State into regions and developing a comprehensive State plan to account for their varying needs.

Meanwhile, the National Advisory Council has energetically and effectively carried out much the same role. In addition, the Congress assigned it the task of assisting and monitoring "Project Baseline". This is a national study being done by Northern Arizona University which for the first time will give us unduplicated data on vocational-technical education for every State in the Union. This is fundamental information which we have not had in all of these years we have been working with vocational education.

All across the country there are many, many concrete examples of the beneficial impact of citizen participation in these "engines of change". In the Fall of 1971 our Committee printed a survey of "Reports on the Implementation of the Vocational Education Amendments of 1968". This includes all of the National Advisory Council's reports, State-by-State summaries of your recommendations, and the reports of the State directors of vocational education. Much progress has been made in the intervening year, but even a cursory reading of these reports indicates that our hopes of 1968 are being realized. We have a long way to go to fit American education to the needs of people in the final third of this Century -- but

we are on our way.

I know that you are concerned in this meeting with the implementation of the new titles X and XII of the Higher Education Act which relate to community colleges and occupational education. I know, too, that many disputes have commenced over the interpretation of those new titles. As the author of part B of the new title X -- the Occupational Education Act -- and as one of the conferees who participated in shielding this with provisions of the Senate bill relating to community colleges, I have consulted frequently with Assistant Secretary Marland and others on these matters.

There is one thing not in dispute. The State advisory councils on vocational education are to have the same broad responsibilities for part B of title X as they do for the 1963 Vocational Education Act, as amended in 1968. They are also to receive additional funds to help them carry out these additional duties.

In the final version of the bill we separated the planning function from the administrative function, but this does not alter the scope of your responsibilities. Each State council must review the plans for occupational education developed by the State Postsecondary Education Commission of its findings and recommendations. Each State council must also monitor the administration of the program authorized by part B of title X and make reports and recommendations, just as they do under the Vocational Education Act.

Beyond that, it was not the intent of the Congress to dictate to the States that a particular commission or agency should do the planning for the new occupational education programs. However, the composition of the membership of the commission is set forth very explicitly and it requires broad representation of education, manpower, and economic development agencies of the State, as well as private and proprietary education, handicapped and disadvantaged persons, labor, industry, agriculture, and the general public.

Even if its composition could qualify it, we did not intend that this commission would be your State advisory council because it was given independent responsibilities under the Act which are incompatible with its assuming this role. In fact, I do not know of an existing State agency or commission in any State which could meet these requirements without its membership being reconstituted.

I would like to put to rest another controversy. We did not intend to designate a particular State agency to be the administrative agency to carry out part B of title X. If we had, we would have designated one as we do in the Vocational Education Act. I think it was assumed that in most cases the State board of vocational education would be designated, but that is not a requirement of the Act.

The intent of the new Act with respect to occupational education is clear. First, it is intended to expand postsecondary vocational-technical

education to more adequately meet existing and developing need for higher levels of skills in numerous fields. Second, it is intended to broaden the base of vocational-technical education in our entire educational system and to put it on an equal basis with traditional academic preparation. I need not stress to this audience the importance of this second goal. Your own studies and reports have made this point convincingly.

Our intention was to help develop a new emphasis on occupational education from elementary school to postsecondary institutions, and to use all existing resources in that effort. This can only be done at the State and local levels where your influence is paramount -- but it can be assisted by your Federal Government.

The new legislation spells out a more vigorous role for the Department of Health, Education, and Welfare, and for the U. S. Office of Education. Too often in the past we found that the only way to get consideration for vocational-technical education in such general programs as research and professional preparation was to write separate authorizations. We did and these will continue in effect at least for a while. But there is now the clear direction to consider occupational preparation as an integral part of all education in the administration of Federal programs. This is consistent with Assistant Secretary Marland's commendable emphasis on career education and is intended to complement it.

We must develop a stronger base of research and demonstration. This has been the weakest element in all of education, but particularly lacking in occupational education. I support the continuation of research funds for the States, and of grants for exemplary programs, but I also hope that the new National Institute of Education will place occupational education high on its list of priorities.

While it is true that we sometimes pay a great deal for poor quality education, it is also true that high quality education never comes cheaply. This is particularly true of extra-cost education, such as vocational-technical courses which require expensive equipment and small classes. As much as we are spending for education today, if we are to achieve our goals in the education of disadvantaged children, in special education for the handicapped, and in affording an equal opportunity for the vocationally-oriented student, we are going to have to spend more. I think this inevitably means that we must reexamine the structure of educational finance.

At the State and local level this reexamination is being forced by taxpayers' revolts in some areas, and by court decrees in others. Inequities in the burden of taxes increasingly have been attacked. While I do not agree with all the suggested remedies -- such as total centralization of school finance at the State level -- the review is long overdue.

At the Federal level the difficulty is not an inequitable tax structure, but the uncertainties of the appropriations process in a period of increasing budget deficits. Both the President's budgets for education and the Congressional appropriations have reached an all-time high in the past three

years, but they lag far, far behind authorized spending levels. I frankly see little hope that appropriations in the next few years will produce anything near the added dollars we will need for such programs as vocational technical education.

There is another approach. The highway trust fund -- derived from a users' tax on gas, oil, highway transport, and automotive supplies -- produces nearly $6 billion annually for the interstate highway system. Would it make sense to consider a "users' tax" for education in the form of an income surtax? After all, the level of income is closely related to the level of education. In 1969 the median income of a man with a college degree was $11,893, compared to $8,434 for a high school graduate and $5,345 for a man who had completed the 8th grade. I think we should give serious consideration to establishing an education trust fund for purposes spelled out by the Congress. I hope each of you will give some thought to this possibility.

Finally, I think that all of us must ponder whether there are more effective ways to organize education to get better results from our expenditures. Our total expenditures for education at all levels, public and private, have reached 8 percent of our Gross National Product -- more than double the percentage of 20 years ago. There is a point at which such expenditures become counter-productive in economic terms, even if we don't like to think about it. So we must find ways to spend these enormous sums more advantageously.

The work of the National and State advisory councils on vocational education is an important contribution to solving these problems of broad national concern. I congratulate each and every one of you for your share in this vital effort.

REMARKS

John Ottina
Acting Commissioner of Education

Since I have been Acting Commissioner of Education for only two weeks and all of you have been engaged in career education for many months, I really feel that you have the cart up here trying to pull the horse. You should be up here and I should be out there, listening to you and taking advantage of your insights and what you have learned rather than vice-versa. But, on the other hand, because my exposure and involvement have been limited in the conceptual and programatic development of career education, I may be able to lend a somewhat different perspective.

Since Bill Pierce covered many of the points I planned to cover, my comments may seem somewhat repetitious. But I hope if we sing in harmony you will understand that we both do have a very deep commitment to career education.

Cal Dellefield asked if I would comment about the relationship between career education and vocational education. I am sure by now you have heard this topic discussed many, many times but, for me, the terms are not synonymous. I think by vocational education we mean teaching students a skill so that they will be able to get a job upon graduation. I think this practical approach for the non-college bound student is very, very essential and, perhaps, the largest part of career education. However, it is still true that while 40% of all high school students enter college, about half drop out before graduation. We must find means of providing all youngsters with an entry point for today's world of work, wherever it is.

I think you also share with me the belief that career education must make children aware of many occupations, not only those that are represented by what we traditionally think of as vocational or occupational; we must make them aware as well of professional careers that require a college degree and technical careers that require two years of preparation in post-secondary institutions. I think it is essential that this idea of career education run from early childhood throughout our adult life. It is really a philosophy for all people of all ages who want to enhance their own occupational or earning potential. As you know, the Office of Education initiated the development work on four theoretical career education models, two of which stress the adult aspects. Later on today Tom Glennan will describe what the National Institute of Education will be doing with these four models.

I very much believe that career education should be available to everyone, that we must recognize it takes concentration and motivation to get ignited in early life and to have a fulfilling role in society. Therefore, career education really must be flexible; it has to be adopted and adapted by each state and each community to meet their own particular needs. Therefore, I would expect it to differ from city to city, county to county, rural to metropolitan area, because it needs to be molded not only for the community and the individual but for the environment that exists there.

Cal also asked me to spend a moment or two describing what I thought the role of lay councils should be in career education. I believe lay councils are vital in helping the schools and colleges really get a handle on what is going on in the community and region, in terms of training needs and occupational building needs, in terms of identifying what skills will be required in coming years and which will be obsolete.

Lay councils will be needed to help schools and colleges reshape their curriculums to reflect this change in the labor picture. They are going, I think, to serve more and more as an active adjunct to the classroom to help students get realistic career information and help guide them into appropriate career fields. From firsthand experience, council members can show students what it means to be a state legislator, an architect, or automobile dealer. To be effective, councils are going to have to stimulate industry and labor to provide work experiences for students and to help these young people get into career fields for which they trained. Linkage bewteen schools and job placement services is another area of concern, and through the work of councils I believe that linkage can begin to happen.

Finally, let me comment on several new initiatives in the Office of Education that I believe will do much to advance career education.

Over the last 18 months or so we have pulled together the 20,000 possible careers in America, as identified by the Department of Labor, into 15 broad career clusters for easier presentation to children in the elementary and secondary grades. This year we have contracts out for development of high school curriculums for five of these 15 clusters -- construction, manufacturing, transportation, public service and communications and media. Most of these units should be ready for pilot testing early next year. We, of course, will continue career education training programs for teachers and other school staff under the Education Professions Development Act.

What we are trying to build this year is the new Deputyship for Occupational and Adult Education. Again, let me repeat that Bill Pierce, our deputy designate, will have a vital part in building and helping to raise the status of that deputyship. We expect to be able to attract and bring in people to respond to particular provisions of the Education Amendments of 1972, especially for career counseling, proprietary schools, and post-secondary aspects. You will get to meet and know these people as they come on board. I hope they will be a small but efficient and well qualified crew to round out and further strengthen our deputyship.

As Bill indicated, we are considering placing in this deputyship a unit that had been formed earlier for the coordination of career education. We very much want to see this deputyship become the focal point for career education, without relieving other offices of their responsibilities. Finally, we expect a companion piece, the new community college unit, to provide support to career education.

I deliberately held my remarks short because I would like very much to hear from you. So let me conclude by asking you all to help in jointly moving ahead with the career education thrust and continuing your very fine efforts in your respective states and the National Council. We continue to need your advice and counsel so that we may continue to implement many of the programs that have stemmed from your recommedations.

REMARKS

Thomas K. Glennan, Jr.
Director
National Institute of Education

Thank you very much. I, along with everybody else in this Administration, have turned in my resignation and I hope that these are not my farewell remarks to you. It would seem rather strange to be sworn in one week and then gone the next.

I am very new at this job and my credentials, such as they are, indicate (as I hope I am free to admit) that there are many, many parts of the educational world that I do not yet know and problems I do not yet comprehend, but I am trying to come to a greater understanding of them. One of those areas is, in fact, vocational education. I have heard a lot over the years both pro and con about voc ed. I have been concerned at OEO with the problems of trying to relate and articulate the educational system to the labor market and to society generally, and it has always seemed to me that one of the core elements of that articulation has got to be vocational education. But as I say, my understanding about it is not deep, and I have not yet completed my review of the career education projects NIE inherited from OE, so I am going to shift a little bit from the topic you have given me and talk just about NIE in general and the process I hope to set up there to carry out research. I understand that you will have the opportunity to address questions to the speakers, a helpful device, and I would be happy to try to answer any questions you want to put to me at the end of these brief remarks.

As you probably are all very aware, the National Institute of Education was established as part of the Higher Education Act. It came into being, actually, the first of August, and I have been there about three weeks. A skeleton staff, most of whom came from the Office of Education, has been planning the Institute and monitoring inherited programs since August. We are trying to discover just what it is we are responsible for and how we ought to be organized to meet our goals. The Institute is organizationally equal in status with the Office of Education. I report through Dr. Marland as the Assistant Secretary of Education to the Secretary of HEW. We also have a Council which is rather different from what is normally found because it is not just an advisory council. It is the Council that will have, as the Act says, the responsibility for setting general policies for the Institute. Determining these policies will be the subject of much discussion with the Council when it is nominated by the President. I am convinced the

Council will have a very, very significant role in suggesting how the Institute will work, the priorities it will adopt, the distribution of its work among applied or basic research, developmental activities, and summation of activities. That adds even more to the tentativeness of my remarks, since some issues I will discuss are properly the concern of the Council. I am giving you my own thoughts now; please take them that way.

It is perhaps useful for you to get some sense of how I at least would tentatively allocate the budget among a number of different types of research activities because it will give you a notion of the style of research the Institute might come to carry out. Much has been made of the Institute's being formed in the image of the National Institutes of Health and that really is not, I think, a wholly adequate analogy. It is true that we seek some independence. We seek a capacity to provide some continuity to research that might come from the existence of a Council with a long point of view. But NIE is also an institution that is supposed to be concerned with practice; it is supposed to make a difference in the practice of education. The things that are done in schools, that are done in our society years from now, one would hope, will be a little bit different, maybe even a great deal different, as a result of what the Institute does. And that will only be the case if it worries a great deal about how schooling is carried out, if it worries about things that are not just basic research. The National Institutes of Health are very much more concerned with basic research and as a result, the NIH is much more dominated by research people. One of the things that I also would hope will be the case in NIE is a far greater involvement of lay people, of practitioners, and, hopefully, of clients, as well as research people. One of the things we will be working on over the next couple of years is how to encourage that involvement. I will get back to that in just a minute.

First let me tell you a little about the kinds of activities NIE will undertake. There will be what I call policy or applied studies. These are activities directed by the Institute in which the Institute will take much initiative. These activities will be determined to some extent by the policy concerns of Federal and State governments as well as local school boards. We will seek some continuity and coherence in those activities. I think that this kind of research will account for between 10 and 15 percent of the Institute's budget. There is another class of research, more basic in nature, I think, and more subject to initiatives from researchers or institutions in the field. We are calling it field initiated studies for the moment, although that's a name that isn't very descriptive. This category may account for between 12 and 15 percent of our resources. The third area, the largest single area, will be in something I cal special emphasis programs, programs that are separated out because of some notion of their importance to the educational scene, their greater visibility, and the size of operations requiring special capabilities on the part of the Institute. Right now there are two programs in that area. One of them is career education, which I am sure you have been discussing here at some length, the other experimental schools. Career education, I think for the moment, is the clearest area in which the Institute will be dealing with issues that relate to vocational education. And from everything that I have been able

to see so far, it will continue to be a major emphasis in the Institute over the coming years, and may be increasing in size and scope. About 50 percent of the Institute's resources I would think will be allocated to special emphasis programs in the long run. That leaves about 20 percent of the resources for other activities. These include dissemination and installation, our efforts to see that our research is relevant to and implemented in the classroom by practitioners. Another set of activities will attempt to build what the legislation calls an effective R&D system. It probably will involve some training activities, some institutional development activities, and so forth.

The process of determining R&D priorities is going to be a difficult one. Though I've been involved in it for three or four years at the Federal level and I've studied it as a researcher for several years while I was at Rand, I've never really come across a wholly satisfactory process. We're going to try and do better. The process, I think, has to combine some notion of the importance of the problem, some notion of the feasibility and the cost of going about solving that problem, and some notion of the ability to locate people who can do it. Surely, researchers can make important contributions to this process, especially in terms of determining the feasibility of specific projects. But certainly others need to be involved to give us a notion of the importance of different problems. The Council, of course, will represent both research interests and others, and will have a crucial role in determining priorities for NIE. But I hope to try to establish a process that is comprehensive enough to permit us to disseminate our plans for comment and suggestions before final decisions are made. Organizations such as yours seem to me to be a very obvious source of such comments. I am terribly concerned about this process because to some extent it has been tried before, and I know it has frequently tended to be window dressing. Nothing seems to happen. The plan goes ever onward. I want this to be more than that. I want somehow, if we can, to be able to indicate to the public why it is we have made the decisions we have, and where and why the Institute and the Council did not agree with the positions taken by various interest groups. This is, of course, a very difficult process since many people are interested in education and will want to know why our plans do not reflect their priorities. Our budget for this fiscal year is $103 million, and we hope it will be a bit higher next year. It is very clear that there are not going to be the kinds of resources in the near future that will cover everything that everybody wants to do, so I understand that in trying to open up this process somewhat that I am going to be creating substantial difficulties for myself. But I hope that an exciting process for setting our priorities will result from these efforts.

Another question I was asked to deal with is dissemination. I hope the discussion will illustrate a little about how we will deal with issues like this at NIE. Our basic problem is how to make our various research products useful, relevant, and available to local practitioners. I don't think there are any easy answers; I don't think we've done the kind of research on that process that needs to be done. We have systems in existence: those systems have strengths; they have weaknesses. We will continue to support those systems until we can find better ways. We need to properly conceptualize the task. We plan to convene a panel to deal with the relationships among

NIE, the Assistant Secretary's Office, OE, the various aspects of dissemination, the means that ought to be used in dissemination, the research input there ought to be associated with dissemination. That panel will probably not be completely representative of all the stakeholders in this process. It just can't be and still be able to do its job. So I plan to make the panel report to the public before decisions are made by the Institute on its recommendations. The final decisions will be made on the basis of the panels' recommendations and reactions to the recommendation. I may be very naive--next year if I have the opportunity to talk with you again like this, I may be a sadder and more humble man than I am right now. But I want to try because what we do in the first year, in the first couple of years, will set a tone for what the Institute can possibly become sometime in the future of this country. I want it to be an institution that serves all of you and many others, the Congress, the Administration, parents--and, of course, students. It will not be a closed operation.

Some of you may have heard my remarks when I was sworn in. I noted that when the Secretary first asked me to do this job, he indicated that he had three goals that he thought I could implement with respect to this institution. I think they are terrific goals, and ones which I hope I am capable of carrying out. He wanted to see that the quality of educational research and development in this country is significantly improved; he wanted to see that the integrity with which that research is carried out is increased; and he hoped to see real candor in the way in which the results of that research are reported to the public so that research can be used for something other than a purely advocacy position. Well, that's a great charge. I am looking forward to carrying it out, and I look forward to hearing from you on your thoughts on how I ought to carry it out.

CLOSING REMARKS

Rex R. Waite
Arizona Advisory Council

Gentlemen:

We have experienced for the last two days an exercise of some of the finest authoritative and knowledgeable vocal chords within America's education system. In comparison, the following remarks may seem elementary, and I will try to make them brief. Like most of you, when I first started working for Government, I thought the term briefing was derived from the word brief. Now we all know better. However, I promise to take only a few more minutes of your time.

From the opening remarks of Don Cargill through the closing exclamations of Thomas Glennan, there has been unfolded to you a view through the window of the future, for this nation's education system. This view promises a future bright with opportunity, an opportunity for each of this nation's children to become great, an opportunity for each of its adults to become greater, and the opportunity for this nation to survive as a democracy and remain truly the greatest.

What we have heard provides you and I, all State Advisory Councils, with many challenging alternatives. But each of these alternatives will remain but a fickle dream unless we who are here, accept the challenge, select an alternate and tackle the problems before us.

As so ably put by Thomas Glennan, no two problems, no two tasks or obligations are ever of equal importance. Priorities may be determined by research or feasibility studies, but only action can come what at last the top priority is selected. Our advisory councils too, in order to act, must select and set priorities. You must then make up your mind on the top priority and then do as much as you can do and go as far as you can go.

Over the past three years, State advisory councils have faced many different problems and played many different roles, but none as important as we face here today. You and I both know that most advisory councils have refused to accept any action role except for providing a once a year evaluation. At times, and often, the term evaluation is abused and mutilated. Many of the councils, each with a paid director, operate only in the midrange of the day, from 8:00 to 5:00. They seem to be on a random walk through life, willing only to tiptoe into the future of education.

It is time that the advisory councils put aside the rewards of self-indulgence so prominent in their reports and in their communications, and

begin an action oriented program. Failure of the councils to act in the past has only led to greater difficulty. Many councils have failed to act, because they are afraid to fail; fail to perform, because they are afraid their performance may not be perfect. Truly they are afraid to fail. Many councils are artful at avoiding direct action, because action costs its members time and energy, and most members seem desirous of spending little time and energy.

This time let us be different. Let this be the day we vow to do what we can do, what we must do, to unify our fragmented education system. We should pledge to leave theory to the theorists, philosophy to the philosophers, and dreams to the dreamers.

We must surely now recognize, that the people of this nation, in their concern for quality, relevant education, have spoken to its Congress, which in turn has put forth within the new education amendments, legislation which so artfully provides determinations for the structure of our nation's future educational system.

It is apparent in the remarks of the previous speakers of their concern for the integration and betterment of the total education system. We here are all aware of the inflexibility, of the competition that lies within our educational system. That inflexibility and competition is also apparent to Congress. It should be, therefore, further obvious that some element or some method must be found to link together the segments of our education into one strong chain which can be pulled smoothly together.

The present situation reminds me somewhat of the age old story of the old gentleman pulling a chain along the street. When asked the question, "Why are you pulling the chain down the street?" He answered, "Have you ever tried to push one?" Past efforts to further the progress, of pulling together education, may be as symbolic as pushing a chain.

Today the links of our educational chain are scattered all along lifetime's hallway of learning. Some links are on top, some on front, some pushing this way, others pulling that, each vying for top recognition. At the same time, external forces are pushing each of the links to and fro, including our own State Vocational Advisory Councils. No where, however, until now, has a strong tool, an instrument to clamp the links of the educational chain together, surfaced. If we take a close look at the new educational amendments, you will see provided within the Act, State Vocational Advisory Councils as strong instruments for the coordination of education from kindergarten through the university.

Most of the nation's advisory councils have been active in a concept which we call career education. Most have viewed the different means and methods within career education for the past three years. We have seen, read, and heard many varied definitions of it. What now has surfaced as an obvious definition is that the term career education is synonymous with the term education. It seems to me that career education provides us with the handle, upon which we can all grasp to pull for a chance in education,

with the width and depth to include all of education's segments, strong enough to sustain the full weight of all educational needs, encompassing enough to link together the universities with post-secondary or junior colleges, with high schools, with elementary schools, adult education, and private education, toward a truly unified educational system serving a goal of productive, knowledgeable students. As Ralph Waldo Emerson said, "The secret of education lies in respecting the student." I would like to add to that, "Truly the secret of education lies in respecting the student and his or her future."

As I stated before, we here today are provided with many challenging alternatives.

We can go home sad or happy and do nothing.

We can go home and repeat what has been said here and do nothing.

We can go home and duplicate all the materials picked up on the front table, send them to all council members, and accomplish nothing.

We can go home and say to our friends, "The food was good, the shows were good, the speeches were great," and do nothing. I submit to you that if you accept either of these alternatives, don't go home -- stay here, for you will be in plenty of good company.

But for you that are truly concerned about the future of education, you can go home with another alternative -- to accept your responsibility that the people of this Nation have charged you with. Go home with a purpose. A purpose to provide each State with an action program to join the links of the educational chain together. Let us stop tiptoeing into the future, let us step ahead with long straight strides.

Let's go home.

Let's go home to the job before us -- truly our world of work.

Let's go home to the job so necessary, yet so neglected.

Let's go home to the job so challenging, yet so pleasurable.

Let's go home with one singular purpose -- to lead the march toward a restructured, challenging, dynamic educational system. A better educational system. A more responsive education system. A unified educational system.

Let's go home together.

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OTHER PUBLICATIONS AVAILABLE FROM THE NATIONAL ADVISORY COUNCIL

First Report directed its comments and recommendations to the need for change in national attitudes towards vocational education

Second Report recommended that the Federal government make necessary policy changes in its approaches to funding, in the organization and role of the Office of Education, and in present and proposed manpower policies and legislation

Third Report challenged American education to deal with the needs of the disadvantaged and minorities who do not enjoy adequate educational opportunities

Fourth Report turned its attention to five unique problems of financing and planning vocational education programs

Fifth Report attacked the educational establishment for paying lip service only to career education concepts rather than implementing realistic programs

Special Report Employment Problems of the Vietnam Veteran; urged new efforts to meet the training and employment needs of returning veterans

Sixth Report Counseling and Guidance: A Call for Change; recommended improvement in counseling and guidance services, including greater attention to vocational and technical education

Seventh Report Vocational Student Organizations; recommended increased support at all levels of the education system for vocational student organizations

Cooperative Day of Planning: Proceedings of Joint Meetings with the State Advisory Councils on Vocational Education

II May 1970

III November 1970

IV April 1971

V November 1971

VI May 1972

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